

## Message Text

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FODAG

E.O. 11652: N/A

TAGS: EAID, EFIN, AGR, IR

SUBJECT: U.S. VIEWS ON IFAD PREPCOM AGENDA ITEMS

1. THE PREPARATORY COMMISSION ESTABLISHED IN JUNE 1976 WAS GIVEN ALL RESPONSIBILITY FOR IFAD'S PREPARATORY WORK. BECAUSE OF THE COMMISSION'S SIZE AND COMPOSITION, IT WILL HAVE NO CHOICE BUT TO RELY HEAVILY ON AN INTERIM SECRETARIAT TO DO THE BULK OF ITS WORK. IMPORTANT DECISIONS NEED TO BE REACHED AT THE SEPTEMBER 27-30 MEETING CONCERNING INTERIM STAFF AND FINANCIAL ARRANGEMENTS. THE STAFF'S COMPOSITION, ITS RESPONSIBILITIES, AND THE MECHANISM BY WHICH COMMISSION GIVES OVERSIGHT AND GUIDANCE TO THE INTERIM SECRETARIAT WILL DETERMINE THE SPEED, EFFICACY AND SUCCESS WITH WHICH THE COMMISSION COMPLETES ITS WORK. IT IS IMPERATIVE THAT THE FRAMEWORK WITHIN WHICH THE STAFF WORKS BE ADEQUATE TO SAFEGUARD THE INTERESTS OF THE DONORS. WE BELIEVE THE PROPOSALS CONTAINED IN THE PREPCOM DOCUMENTS REQUIRE FURTHER REFINEMENT IN ORDER TO ADEQUATELY PROTECT THE PROCESS BY WHICH THE COMMISSION DELEGATES ITS AUTHORITY.

2. EMBASSIES SHOULD TAKE THE EARLIEST OPPORTUNITY TO DISCUSS THIS SUBJECT WITH HOST COUNTRY OFFICIALS. WHILE THE U.S. IS NOT COMMITTED TO ANY SPECIFIC ARRANGEMENT, WE HAVE CONSIDERED TWO POSSIBILITIES AS SET OUT IN 4C AND 4D BELOW. WE WOULD APPRECIATE THEIR COMMENTS ON THESE, AND WELCOME SUGGESTIONS FROM THEM. WE WOULD HOPE THAT GOVERNMENTS CAN ADOPT A COMMON POSITION ON THIS MATTER AT THE CATEGORY I SEPTEMBER 27 CAUCUS.

### 3. BACKGROUND

UNDER THE PROPOSED RULES, THE COMMISSION HAS NO FORMAL LIMITED OFFICIAL USE

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CHANNEL THROUGH WHICH TO DIRECTLY OVERSEE AND GUIDE STAFF ACTIVITIES. EVEN THOUGH THE PROPOSED RULES PERMIT STANDING COMMITTEES OF THE COMMISSION, THERE IS NO INDICATION HOW THE COMMITTEES AND STAFF WOULD INTERACT. AS NOW PROPOSED, THE COMMISSION WOULD ENTRUST MOST OF ITS OPERATIONAL RESPONSIBILITIES TO AN EXECUTIVE SECRETARY. --HE WOULD APPOINT AND DIRECT STAFF, FORMULATE BUDGETS AND PROGRAMS, DETERMINE THE PACE OF PREPARATIONS,

AND DIRECT THE FLOW OF WORK FROM THE SECRETARIAT.

--IFAD WILL UTILIZE EXPERT ASSISTANCE FROM A VARIETY OF SOURCES. IN CHOOSING AMONG THESE ALTERNATIVE INPUTS, AN INDEPENDENT-MINDED EXECUTIVE SECRETARY RISKS ALIENATING AGENCIES AND GOVERNMENTS WHOSE COOPERATION WILL BE VITAL TO IFAD'S EVENTUAL SUCCESS.

--HE HAS THE POTENTIAL AUTHORITY TO AIM THE ORGANIZATION IN DIRECTIONS OTHER THAN THOSE SUPPORTED BY THE CATEGORY I DONORS.

--HIS BROAD DISCRETIONARY AUTHORITY, COMPARABLE TO THAT OF HEADS OF FORMALLY ESTABLISHED AGENCIES, COULD JEOPARDIZE THE DECISION-MAKING RESPONSIBILITY OF MEMBER GOVERNMENTS.

#### 4. POSSIBLE COMMISSION/STAFF RELATIONSHIPS

(A) HOWEVER THE COMMISSION PARCELS OUT ITS RESPONSIBILITY, THE BULK OF THE WORK WILL BE ACCOMPLISHED BY A SMALL INTERIM SECRETARIAT. STAFF MEMBERS SHOULD HAVE TECHNICAL AND PROFESSIONAL EXPERTISE OF THE HIGHEST QUALITY AND SHOULD BE DRAWN FROM A CROSS SECTION OF INTERESTED NATIONAL AND INTERNATIONAL SOURCES. HOWEVER, MEETINGS TO DATE HAVE SHOWN THE NEED FOR CONTINUOUS GOVERNMENT INPUT INTO THE PREPARATORY WORK. GOVERNMENTS COULD RELY ON EXPERTS WHOM THEY SECOND TO HELP MONITOR SECRETARIAT ACTIVITIES BUT, WITH THE EXECUTIVE SECRETARY'S PROPOSED AUTHORITY, THERE IS NO

ASSURANCE THAT THE SECONDED EXPERTS WOULD HAVE A MEANINGFUL IMPACT.

(B) WE BELIEVE THAT BY RECASTING THE RESPONSIBILITIES OF THE BUREAU (PROPOSED IN RULE 10 TO CONSIST ONLY OF A LIMITED OFFICIAL USE

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CHAIRMAN AND TWO VICE CHAIRMEN) OR BY ESTABLISHING SEVERAL SMALL COMMITTEES OF THE COMMISSION, MEMBER GOVERNMENTS COULD INSURE THAT THEIR INTERESTS ARE PROPERLY SAFEGUARDED. ALTHOUGH WE REGARD THE FOLLOWING AS SEPARATE PROPOSALS THEY OBVIOUSLY COULD BE BLENDED IN SOME FASHION.

(C) THE BUREAU

THE COMMISSION COULD AMEND THE PROPOSED RULES OF PROCEDURE (I.E. RULE 10) TO EMPOWER THE BUREAU TO ACT ON BEHALF OF THE COMMISSION, BETWEEN PREPCOM MEETINGS, IN GIVING POLICY GUIDANCE AND OVERSIGHT TO THE SECRETARIAT. THE EXECUTIVE SECRETARY WOULD BE MADE RESPONSIBLE TO THE BUREAU. THE BUREAU WOULD MEET REGULARLY (PROBABLY EVERY

4 WEEKS) TO INSTRUCT THE EXECUTIVE SECRETARY AND TO REVIEW WORK PRIOR TO ITS SUBMISSION TO THE FULL PREPCOM. THE BUREAU WOULD BE EMPOWERED TO DECIDE ON MATTERS REQUIRED TO SPEED IFAD IMPLEMENTATION AND IT WOULD REPORT FULLY TO PREPCOM MEETINGS.

(D) STANDING COMMITTEES

AN ALTERNATIVE TO THE BUREAU WILL BE FOR THE PREPCOM TO ESTABLISH SEVERAL, SMALL, STANDING COMMITTEES WITH STAFF SUPERVISORY RESPONSIBILITIES CLEARLY SPELLED OUT IN THE RULES OF PROCEDURE. USING REPRESENTATIVES BASED CHIEFLY IN ROME, THEY COULD MEET AS FREQUENTLY AS NECESSARY. THEY ALSO WOULD REVIEW THE SECRETARIAT'S WORK PRIOR TO ITS CONSIDERATION BY THE FULL PREPCOM AND WOULD REPORT FULLY TO IT. WE ENVISION THREE COMMITTEES: (1) A LEGAL COMMITTEE COVERING RULES OF PROCEDURE AND AGREEMENTS WITH THE UN AND OTHER BODIES; (2) AN ADMINISTRATIVE COMMITTEE FOR STAFFING, BUDGETARY MATTERS, ETC.; (3) A FINANCE/ ECONOMIC COMMITTEE COVERING PRIORITIES, CRITERIA, AND REGULATIONS GOVERNING FINANCING BY THE FUND.

(E) IN WEIGHING THESE POSSIBILITIES, WE RECOGNIZE THAT A BUREAU COULD ONLY EFFECTIVELY DIRECT THE SECRETARIAT'S WORK IF IT MEETS REGULARLY AND THE MEMBERS HAVE EQUAL ROLES. COMMISSION MEMBERS ALSO WOULD HAVE TO AGREE LIMITED OFFICIAL USE

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BEFOREHAND THAT THE COMMISSION OFFICERS ARE

EXERCISING THEIR PROXIES BETWEEN SESSIONS. THIS METHOD WOULD LIKELY INVOLVE INCREASED INFORMAL INTRAGROUP CONSULTATIONS. UNDER THE COMMITTEE SYSTEM THE EXECUTIVE SECRETARY WOULD BE GUIDED BY AND REPORT TO THE COMMITTEES BETWEEN SESSIONS OF THE PREPCOM. WHILE A TALENTED EXECUTIVE SECRETARY WOULD BE GIVEN MORE LATITUDE TO PURSUE HIS DUTIES, THE COMMITTEE WOULD BE A VALUABLE CHECK BY WHICH MEMBER GOVERNMENTS COULD FOLLOW THE SECRETARIAT WORK BETWEEN PREPCOM SESSIONS.

5. THE FOLLOWING CAN BE USEFUL IF THE QUESTION OF PREPCOM OFFICERS IS RAISED BY HOST OFFICIALS.

(A) U.S. WOULD LIKE DAC SUPPORT TO REPRESENT CATEGORY I IN THE BUREAU OF PREPARATORY COMMISSION.

(B) WE HAVE MADE CLEAR ON A NUMBER OF OCCASIONS OUR BELIEF THAT A CATEGORY I REPRESENTATIVE NEED NOT BE ELECTED AS CHAIRMAN OF THE PREPCOM. WE REMAIN PREPARED TO SUPPORT A QUALIFIED CATEGORY II CANDIDATE. IT SHOULD

BE CLEAR, HOWEVER, THAT SELECTION AS AN OFFICER OF THE PREPARATORY COMMISSION IN NO WAY IMPLIES A COMMITMENT TO LATER SELECTION AS AN OFFICER OF IFAD.

(C) HOST COUNTRIES ARE PROBABLY AWARE THAT SARTAJ AZIZ, DEPUTY EXECUTIVE DIRECTOR OF THE WORLD FOOD COUNCIL, IS EXTREMELY INTERESTED IN THE POST OF EXECUTIVE SECRETARY IN THE INTERIM SECRETARIAT. IN HIS WFC CAPACITY, HE ALREADY HAS MADE A CONTRIBUTION TO THE PREPARATIONS FOR THIS MEETING AND PREVIOUS IFAD NEGOTIATIONS, AND HE HAS DONE EXTENSIVE PLANNING IN ANTICIPATION OF THE CREATION OF THE SECRETARIAT. WE HAVE CONFIDENCE IN HIS TECHNICAL ABILITY AND BELIEVE HIM QUALIFIED TO HEAD THE INTERIM SECRETARIAT. HOWEVER, WHETHER MR. AZIZ OR SOMEONE ELSE IS CHOSEN, OUR FUNDAMENTAL CONCERN REMAINS THAT THIS PERSON WORK WITHIN A FRAMEWORK WHICH ADEQUATELY SAFEGUARDS THE INTERESTS AND RESPONSIBILITIES OF THE DONORS. ROBINSON

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